

Reexamination Report on Newark's 1990 Master Plan

Summary & Recommendations

There have been drastic changes in Newark since the 1990 Master Plan revision was adopted by the Planning Board. Population has begun to rise after more than 50 years of decline. The number of jobs in Newark has been rising since 1995. Crime has decreased by an average of 40 percent. New housing – both assisted and market rate – is being built at an unprecedented rate. Private investment in businesses and real estate in Newark is rising. And people are increasingly coming back to Newark for arts and entertainment. The results of the 1990 Census, which were not yet available at the time of the 1990 Master Plan revision, are almost meaningless now in 1999 as a result of increased immigration to Newark of a diverse international population and because of the geographic shifts in the population with the great changes in housing (replacement of high rise public housing with low-rise and row houses, residential development in formerly industrial areas, etc.). And perhaps most important, Newark's citizens, institutions and business people have become educated in and active in planning as never before.

While Mayor James and the City Council clearly saw the need for a complete rewrite of the land use element of the master plan and the zoning ordinance on which it is based as early as 1995, the process leading up to this reexamination report have revealed the need for a thorough update of the *whole* master plan so that it can be used by the Planning Board and Board of Adjustment as a guide to decision-making, so that it can inform capital planning and budgeting in Newark and so that Newark's citizens, institutions and businesses can take a greater part in determining the future of their neighborhoods.

A new land use element of the master plan will be put before the Planning Board for adoption this Fall as a framework on which to base the rest of the master plan update. It will have to be amended many times to accommodate updates in the other parts of the master plan. The new zoning ordinance and a build-out analysis (being performed this fall at Rutgers University) will be based on this framework land use plan.

Priorities for 2000

With the build-out analysis in hand, the highest priorities for work on the master plan in the year 2000 are as follows:

- **Parks & Recreation.** An inventory and assessment of existing conditions are nearly complete. What remains to be done is an analysis of need and planning for more effective use of existing facilities, with a well-supported evaluation of the need for new facilities. The estimated cost is \$150,000. Some City funding will be required, however, some outside funding is likely to be available as part of the mix.
- **Solid Waste and Recycling.** This planning is already scheduled to take place starting in January 1000 under an agreement with Essex County.
- **Neighborhood Planning.** This is not an element of the master plan, but rather a critical process that must take place as a complement to Citywide planning in order to be able to incorporate neighborhood concerns in the Master Plan. While it is not recommended that the City undertake this planning directly, there are several actions the City can take to facilitate it.

In addition, the following should be completed in the year 2000.

- **Circulation.** A new Circulation element, using as much as possible from the Newark Economic Development, Land Use and transportation Plan, but clearly addressing other issues in more detail (some of which will require the results of the build-out analysis) should be developed and adopted as soon as possible. Some consultant services may be required by the Engineering Department.
- **Economic Development.** The foundation of a new Economic Development element can be completed in concert with the next version of the Overall Economic Development Program (OEDP) to be undertaken by the Newark Economic Development Corporation (NEDC).
- **Utilities.** The Water and Sewer sections of the Utilities element can be completed as soon as the results of the build-out analysis are available. However, some questions on how the Clean Water Act amendments will be implemented may remain.
- **Historic Preservation.** This element can be updated as soon as the amendments to the current historic preservation ordinance are adopted by the City Council, permitting the City to qualify for a DEP grant to survey historic resources in the City.

Work should begin on the Housing element in the year 2000, especially to try to pin down the changes in the location of housing between 1990 and 2000, and on the Community Facilities element. So that it can be completed promptly when the results of Census 2000 become available early in 2001.

Finally, the mechanisms for incorporating neighborhood planning should be agreed upon and put in place in 2000.

Priorities for 2001

- **Housing.** This should be the first priority for completion in the year 2001, with the preliminary work completed in 2000 and the results of Census 2000 in hand and as the results of the survey being conducted for the revaluation mostly completed.
- **Community Facilities.** This element has not yet been considered by the Master Plan Workshops. Some preliminary work will be carried out in 2000. However, in order to treat it properly we will need the results of Census 2000 and of extensive neighborhood planning.
- **Conservation.** The Natural Resource Inventory being performed by the Essex County Environmental Commission should have results that can be used to establish a foundation for Newark's Conservation element by 2001.

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Introduction

Under the Municipal Land Use Law (MLUL) [NJSA 50:55D-89], Newark's master plan must be evaluated at least every six years and a formal "reexamination report" adopted by the Planning Board identifying what needs to be done to update the Master Plan. In July 1997, the Planning Board readopted the 1990 Master Plan pending completion of a new land use element and zoning ordinance and other planning that had just gotten underway. In January 1998, the City started holding monthly Master Plan Workshops (MPWs) to provide a consistent forum where citizens could both get information about and provide input to the master plan update and specific consultant contracts.

The new Land Use element is almost ready for adoption by the Planning Board and the Master Plan Workshops have come to many conclusions about the update of the Master Plan. This Reexamination Report is submitted both to satisfy the requirements of NJ law and to translate the work of the MPWs into official City policy.

Requirements of the MLUL

The Municipal Land Use Law specifies five items to be included in the Reexamination Report.

1. *The major problems and objectives relating to land development in the City of Newark at the time of adoption of the 1990 revision of the master plan.* This is a list of the most significant problems and objectives identified in the 1990 Master Plan.
2. *The extent to which the problems and objectives identified in the 1990 Master Plan have been reduced or have increased since 1990.* This section responds directly to the list in Section 1, so we have combined Sections 1 and 2 into a single table beginning on page 2.
3. *Significant changes in the assumptions, policies and objectives on which the 1990 Master Plan was based.* This is based on interviews, correspondence and discussions with members of the MPW and with City agencies beginning on page 10.
4. *Recommended changes in the master plan.* This is based almost entirely on work that was done in the MPWs and begins on page 20.
5. *Recommended changes in Newark's development regulations, including zoning.* This section will be addressed primarily by the new zoning ordinance which is still under review. Page 32

1 & 2. Major Problems And Objectives Identified In The 1990 Master Plan And Changes In Their Status Since 1990.

<i>Items Cited in the 1990 Master Plan</i>	<i>Changes in Them Since 1990</i>
<i>P o p u l a t i o n</i>	
<p><i>Population Changes</i></p> <p>The 1980 population on which the 1990 master plan was based was 329,248 and decreasing.</p>	<p><i>Population Changes</i></p> <p>The 1990 population was 275,221, a decline of 16.4 % from 1980. The 1996 population was estimated at approximately 268,000. The Census Bureau's estimated 1998 population showed a very small increase over 1996.</p>
<i>L a n d U s e</i>	
<p><i>Economic Growth</i></p> <p>The 1990 Plan cited the sharp slowdown in the City's growth since the late sixties, the unusually heavy impact of the economic recession and the municipal fiscal crisis as significant problems at the time.</p>	<p><i>Economic Growth</i></p> <p>The economy turned around, although there was a long lag in Newark; the municipal fiscal crisis ended, but with staffs and budgets of all departments sharply curtailed.</p>
<p><i>Vacant Land</i></p> <p>Historical trend (1970-1988) toward an increase in the proportion of vacant land, 1500 structural fires per year, 1300 demolition permits per year between 1970 and 1988. This was seen as discouraging private investment in new housing and other forms of land development. It also increased the number of city-owned lots, and decreased the tax base of the City.</p>	<p><i>Vacant Land</i></p> <ul style="list-style-type: none"> • Vacant land began to be developed in the mid 1990s. • Structural fires averaged only 1080 in the 1990s. • Private investment in development of land in Newark has increased throughout the 1990s.
<p><i>Shift Away from Apartment Buildings</i></p> <p>A decrease in land devoted to apartment buildings and an increase in the land devoted to four unit or smaller residential buildings were projected to 2010</p>	<p><i>Shift Away from Apartment Buildings</i></p> <p>The trend toward smaller buildings continued as projected. Two-, three and four-family houses now comprise more than 90 percent of the new DUs authorized by building permits.</p>
<p><i>Anticipated Development</i></p> <ul style="list-style-type: none"> • Extensive redevelopment of the Central Business District was anticipated • Some additional commercial development in the Ironbound was envisioned • Commercial and industrial development were envisioned for Weequahic-Clinton Hill 	<p><i>Anticipated Development</i></p> <ul style="list-style-type: none"> • Redevelopment of the CBD is beginning, but much later than expected. • There has been a lot of commercial development in the Ironbound. • Also coming somewhat later than expected. • Much new development has been infill housing.

1 & 2. Major Problems And Objectives Identified In The 1990 Master Plan And Changes In Their Status Since 1990.

<i>Items Cited in the 1990 Master Plan</i>	<i>Changes in Them Since 1990</i>
<p><i>Zoning Ordinance</i></p> <p>The zoning ordinance was described as out of sync with the master plan, out of date (with respect to state of the art zoning) and requiring replacement.</p>	<p><i>Zoning Ordinance</i></p> <p>In 1995, the City Council authorized \$235,000 to hire a consultant to develop a new land use element of the master plan and to write a new zoning ordinance. See Section 5 for details.</p>
<p><i>Population Shifts</i></p> <p>Newark's population was shifting due to removal of housing by fires, condemnation, and enforcement of health and safety code violations. The shifts raised the fear of mismatches between the location of infrastructure and community facilities and services vs the location of the population</p>	<p><i>Population Shifts</i></p> <p>The landscape of Newark's population has continued to change, no longer as a result of the loss of housing, but because of new housing being built. Analysis of the implications of these population shifts has not yet been undertaken. The effects of the shifts are being felt especially acutely in school overcrowding, but also in other areas as well.</p>
<i>H o u s i n g</i>	
<p><i>Housing Supply & Tenure</i></p> <ul style="list-style-type: none"> • Census figures showed 121,387 DUs in 1980, 10,397 of them vacant. A decline of 23,975 DUs was projected through 1989. • 23,403 DUs or 19.3 % were owner-occupied in 1980. • 46.9 % of owner-occupants were African-American • 11.4 % of owner-occupants were of Hispanic origin. 	<p><i>Housing Supply & Tenure</i></p> <ul style="list-style-type: none"> • The 1990 Census showed 102,473 DUs in Newark, a smaller decline from 1980 than projected. • 21,136 DUs or 20.6 % were owner-occupied in 1990. • 52.4 % of owner-occupants were African American. • 17.4 % of owner-occupants were of Hispanic origin
<p><i>Supply of Low and Moderate Income Housing</i></p> <ul style="list-style-type: none"> • A shortage of affordable housing, was cited, especially rental but also for purchase by low and moderate income residents. • The goal was to add 1,213 housing units per year over the ensuing six years. 	<p><i>Supply of Low and Moderate Income Housing</i></p> <ul style="list-style-type: none"> • Since 1990, 3280 new housing units have been built throughout the City, nearly 50 % of them for low and moderate income residents with government subsidies. • The goal stated in the 1990 MP of 1,213 DUs per year was not met.
<p><i>Public Housing</i></p> <ul style="list-style-type: none"> • The 1990 Master Plan listed 10,946 NHA DUs. • The decision to replace high-rise buildings with public housing at a smaller scale was noted. 	<p><i>Public Housing</i></p> <ul style="list-style-type: none"> • There are currently an estimated 8680 NHA DUs. • Between 1990 and 1999, NHA demolished approximately 2600 DUs and built approximately 650 new DUs

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<i>Items Cited in the 1990 Master Plan</i>	<i>Changes in Them Since 1990</i>
<p><i>Housing Inventory</i></p> <p>The lack of a proper housing inventory was cited.</p>	<p><i>Housing Inventory</i></p> <p>The City still does not have a housing inventory.</p>
<p><i>Discrimination and Lack of Opportunity</i></p> <ul style="list-style-type: none"> • Discrimination and "steering" as a form of housing discrimination were cited. • Dissemination of information on housing opportunities was cited as inadequate. 	<p><i>Discrimination and Lack of Opportunity</i></p> <ul style="list-style-type: none"> • "Steering" still takes place in Newark. • Information on properties for sale or rent is still generally restricted
<p><i>Failure of Filtering</i></p> <p>Newark residents had insufficient opportunities to move up to better housing or a better neighborhood.</p>	<p><i>Failure of Filtering</i></p> <p>1990s saw the beginning of a boom in new housing development of all types and for all income levels. But more needs to be done to improve opportunities to move up in Newark.</p>
<p><i>Deterioration</i></p> <p>Problems of deterioration and abandonment of housing had a large impact on some neighborhoods. There was a need to bring existing housing up to standards</p>	<p><i>Deterioration</i></p> <p>The trend toward greater deterioration and abandonment of housing has halted and is reversing.</p>
<p><i>COAH Obligation</i></p> <p>Newark's COAH obligation in 1990 was for 4885 new dwelling units (based on the 1980 Census) for the period 1987-1993.</p>	<p><i>COAH Obligation</i></p> <p>Newark's COAH obligation was revised in 1993 to just 2,193 dwelling units for the period 1987-1999; all to be rehabilitated units.</p>
<p><i>Regulatory Environment</i></p> <p>Zoning and planning regulations were described as restrictive toward new development efforts. The Plan suggested that zoning and planning changes would facilitate the development of more housing.</p>	<p><i>Regulatory Environment</i></p> <p>The zoning ordinance is currently being re-written. It is expected to facilitate new development of all types when it is complete.</p>
<p><i>Homelessness</i></p> <p>The 1990 master plan estimated that there were 8,000 homeless people in Newark</p>	<p><i>Homelessness</i></p> <p>There are 643 homeless individuals on welfare in the City, however, there are many more homeless individuals and families than those receiving welfare. It is estimated that the number of homeless people in Newark has not decreased since 1990.</p>
<i>Parks and Recreation</i>	
<p><i>Neighborhood Play Areas</i></p> <p>The 1990 Master Plan update identified a deficiency in neighborhood play areas for children 5 to 14, especially in the Ironbound,</p>	<p><i>Neighborhood Play Areas</i></p> <p>A few, small new parks have been added, but deficiencies have increased as a result of new housing development.</p>

<i>Items Cited in the 1990 Master Plan</i>	<i>Changes in Them Since 1990</i>
Clinton Hill, Weequahic and Springfield-Belmont-West areas	
<i>Circulation</i>	
<p><i>Pedestrians</i></p> <p>The Plan stated that circulation systems around the City should be more oriented toward safe transportation on foot. Suggested a system of parks, plazas, and connecting streets to provide maximum accessibility to centers of activity.</p>	<p><i>Pedestrians</i></p> <p>Between 1991 and 1995 Newark accounted for 15 percent of all pedestrian injuries in new Jersey.</p>
<p><i>Parking</i></p> <ul style="list-style-type: none"> • Parking was discussed extensively, with short and long term plans provided. • Parking opportunities were said to be too few and on-street parking was thought to cause friction in vehicle movement. 	<p><i>Parking</i></p> <ul style="list-style-type: none"> • A couple of parking studies have been conducted, including the Halsey Street Parking Study, completed in March 1998. • The City Council passed an ordinance requiring all new housing units to provide 1 ½ parking spaces per DU, but usually waived under variances. • Military Park garage was refurbished in conjunction w/development of NJPAC. • On-street parking is now valued as a form of traffic-calming,
<p><i>Funding</i></p> <p>Concern was expressed that there was insufficient funding for future street improvements, especially from federal level.</p>	<p><i>Funding</i></p> <p>Federal funding for street improvements and for other transportation related projects has come into the City at a much higher rate .</p>
<p><i>Truck Traffic</i></p> <p>Use of residential streets for truck traffic was cited as a problem.</p>	<p><i>Truck Traffic</i></p> <p>An official truck route in Newark was established and publicized in the mid-1990s.</p>
<p><i>Economic Growth</i></p> <p>Plan suggested that transportation systems should enhance economic growth through maximum transportation access to and within Newark's major business, commercial and industrial area.</p>	<p><i>Economic Growth</i></p> <ul style="list-style-type: none"> • Rather than just enhancing economic growth, transportation is one of the main sources of employment in Newark. • The transportation system is always cited as a major contributing factor in Newark's current economic growth.
<p><i>Public Transit</i></p> <p>Public transit needed to be encouraged, and therefore it was suggested that new housing be developed at a density that would continue to support maximum transit service availability.</p>	<p><i>Public Transit</i></p> <p>New housing has been developed at a density sufficient to support public transportation, but more need to be done to encourage use of transit.</p>

<i>Items Cited in the 1990 Master Plan</i>	<i>Changes in Them Since 1990</i>
<p><i>Street Improvements</i></p> <p>Inadequate connections were provided between the local street system and regional highways. This was especially an issue for industrial areas.</p>	<p><i>Street Improvements</i></p> <p>Access from City streets to the regional highway system still poses a problem, especially in industrial areas.</p>
<i>C o n s e r v a t i o n</i>	
<p><i>Passaic Riverfront</i></p> <p>It was suggested that the Passaic River frontage should be better utilized for its development opportunities, natural resources, and providing public access to the waterfront.</p>	<p><i>Passaic Riverfront</i></p> <ul style="list-style-type: none"> • A Passaic Riverfront Revitalization Plan was funded by NJDOT and is nearing completion. • Construction is about to begin on replacement of the bulkhead between Bridge Street and Jackson Street (the first phase of Minish Park). • Restoration of Riverbank Park is currently underway.
<p><i>Energy Consumption</i></p> <p>Extensive recommendations were made for energy conservation, including ways to comply with the City's policy to reduce energy consumption levels in existing buildings by 20% by 1992 from 1980 levels.</p>	<p><i>Energy Consumption</i></p> <p>Since 1990 the energy efficiency of light fixtures in City buildings has been increased by 30 to 50 percent. Eighty-five percent of the roofs on buildings used for City employees have been replaced and insulation added in the process. Local thermostats are being added and all No. 2 and No.4 oil furnaces are being switched to gas. The windows in all fire houses are being replaced with thermal pane glass.</p>
<p><i>Reducing Auto Use</i></p> <p>Ways to promote fewer auto trips included:</p> <ul style="list-style-type: none"> • encouraging mixed use development • increasing public transportation • development of pedestrian and cycling routes 	<p><i>Reducing Auto Use</i></p> <ul style="list-style-type: none"> • Most development between 1990 and 1999 was single use. • No major improvements in the pedestrian and bicycling environment were made.
<i>E c o n o m i c D e v e l o p m e n t</i>	
<p><i>Business Development</i></p> <p>Newark's economic base was described as sparse and unstable. Objectives included attracting new business development, especially firms that would attract local markets, encouraging businesses to stay, and fostering local business development by</p>	<p><i>Business Development</i></p> <p>Newark's economic profile has radically changed since 1990, and is more stable. Job growth has occurred primarily in the transportation and financial service sector, but Newark has continued to lose jobs in manufacturing and industry.</p>

<i>Items Cited in the 1990 Master Plan</i>	<i>Changes in Them Since 1990</i>
supporting small and minority business owners through assistance and incentive programs.	
<p><i>Non-Profits and Institutions</i></p> <p>One of the objectives in the 1990 Master Plan was to increase resources in the economic development field through joint development programs with institutions of higher learning and other non-profits. Physical and social development projects could be undertaken, and funding could come from HUD and other special funds.</p>	<p><i>Non-Profits and Institutions</i></p> <p>Non-profits have become active in redeveloping real estate for low-to-moderate income housing. The City is an active partner with University Heights-Science Park in leveraging the presence of the four universities into more economic activity in the area where the schools are located.</p>
<p><i>Economic Opportunities for Residents</i></p> <p>Newark residents were described as having inadequate job opportunities. Stated objectives included improving Newark residents' access to job opportunities through improving skill attainment, increasing the overall number of jobs in the City, and improving access to jobs outside the City.</p>	<p><i>Economic Opportunities for Residents</i></p> <p>The City continued to lose jobs for unskilled workers. However, the transportation sector employs the most Newark residents and continues to grow, with private sector transportation jobs increasing from 14,600 in 1975 to 24,000 in 1996. This does not include those who work for NJ Transit, as they are considered part of the government sector.</p>
<i>Utilities</i>	
<p><i>Capital Funding</i></p> <p>The Plan stated that the City had little budget for maintenance and replacement of old infrastructure.</p>	<p><i>Capital Funding</i></p> <p>The City still has a massive amount of upgrading to complete on the water and sewer systems.</p>
<p><i>Water</i></p> <ul style="list-style-type: none"> • Upgrading of water supply and distribution lines • Completion of the Pequannock treatment facility • Several specific projects 	<p><i>Water</i></p> <ul style="list-style-type: none"> • The Pequannock treatment facility has been completed and provides two thirds of the City's water supply. • Current upgrading of supply and distribution water lines includes mains in a number of streets in the Ironbound, in Clinton Hill and in North Newark.
<p><i>Sewers</i></p> <p>Localized flooding and pollution were cited as frequent during periods of heavy rainfall in the areas where sewers are not separated (60 percent of the City).</p> <p>The Plan suggested improvements in flood abatement, sanitary sewers, and storm sewers.</p>	<p><i>Sewers</i></p> <p>The City has initiated a comprehensive rehabilitation program for older brick-lined sewer mains. About 70 miles of brick sewers have been evaluated; 28 miles have been rehabilitated where necessary; necessary repairs on the rest will be completed in 2000.</p>

<i>Items Cited in the 1990 Master Plan</i>	<i>Changes in Them Since 1990</i>
<p><i>Flood Management</i></p> <p>Poor drainage was identified as an impediment to redevelopment and further development in the industrial Ironbound.</p>	<p><i>Flood Management</i></p> <ul style="list-style-type: none"> • Reconstruction of Doremus and Wilson Avenues will include new drainage systems. • Design proposals to address capacity constraints of Pierson's Creek are being solicited. Construction is expected in late 2000 • Storm relief sewers in the South, West and North Wards need to be address.
<p><i>Solid Waste</i></p> <p>The high cost of disposal of solid waste was cited. The new recycling programs and proposed incinerator in Newark were mentioned.</p>	<p><i>Solid Waste</i></p> <ul style="list-style-type: none"> • The Essex County Waste to Energy Plant came on line in 1990. • Newark's household recycling program has taken hold.
<p><i>Expanding Utilities</i></p> <p>The 1990 plan advocated providing water and sewer to land in the eastern Ironbound and in the airport periphery area to increase the desirability of this area for expanded development.</p>	<p><i>Expanding Utilities</i></p> <p>The recommendation was not accepted.</p>
<i>Historic Preservation</i>	
<p><i>New Historic Designations</i></p> <p>New places mentioned for consideration included Forest Hill and the Ironbound District.</p>	<p><i>New Historic Designations</i></p> <p>Riverbank Park in the Ironbound and the Forest Hill District have been designated.</p>
<i>Community Facilities</i>	
<p><i>Fiscal Impact Analysis</i></p> <p>The Plan recommended conducting a "fiscal impact analysis" to determine the demand for community facilities and services that would be generated by new development. The FIA would permit the City to charge impact fees in the form of land or cash to fund the public facilities estimated to be required by the development.</p>	<p><i>Fiscal Impact Analysis</i></p> <p>This suggestion has not been implemented</p>
<p><i>Social - Cultural Facilities</i></p> <p>Encouraged use of entertainment, recreational, and educational facilities in downtown by enhancing parking and pedestrian access and linking these to the</p>	<p><i>Social - Cultural Facilities</i></p> <ul style="list-style-type: none"> • Several entities are working on improving the pedestrian environment for these uses. • The New Jersey Performing Arts Center opened in 1997 and is a success.

<i>Items Cited in the 1990 Master Plan</i>	<i>Changes in Them Since 1990</i>
Central Business District. Specific plans were laid out for a Downtown Coliseum/Convention Center in the Lincoln Park area and for a Performing Arts Center.	<ul style="list-style-type: none"> Plans for a downtown convention center have been set aside. An arena in the central business district, for the New Jersey Nets is proposed.
<p><i>Libraries</i></p> <p>Pressing needs for expansion and improvement of the Main Library and greater service to the following neighborhoods: Lincoln Park, South Broad Street and West Side Park. The Plan recommended some specific improvements and a study of the effects of population shifts on library use.</p>	<p><i>Libraries</i></p> <p>Five of the 9 branch libraries are totally new and the other four have been totally renovated since 1990. The library system is becoming more and more computerized.</p>
<p><i>Police and Fire</i></p> <ul style="list-style-type: none"> Greater use of civilians for administrative tasks Greater use of appropriate high technology applications to maximize the effectiveness of the police and fire responsiveness Greater regional cooperation in studies and in some day to day operations How to serve the physically shifting population needed to be studied. 	<p><i>Police and Fire Services</i></p> <ul style="list-style-type: none"> Civilians now perform most of the work on car thefts and parking enforcement. In addition, there are civilian police aides in each squadron who can perform some tasks normally handled by uniformed police. The Police Department is taking the City's GIS to great heights, developing the capacity for routing and dispatching among others. Shifts in the need for police and fire services in response to shifts in the City's population have not yet been studied.
<p><i>Schools</i></p> <p>The Plan posed the problem that previous Master Plans had failed to adequately define and address the forces influencing sites and construction expenditures of schools. It was recommended that municipal planning processes should involve thorough consideration for schools and their program and capital costs.</p>	<p><i>Schools</i></p> <p>The State of NJ took over the Newark Public Schools in 1995. Municipal planning has not involved planning for schools. The City is currently working with consultants to find sites for schools that are part of a 15-year capital improvement program for the Newark School System as a result of the Abbott decision.</p>

3. Significant Changes in Newark Since 1990.

Planning for Growth

In the spring of 1998, the Master Plan Workshop established a firm principal that we would plan for growth in spite of more than 50 years of declining population and employment. The rate of population decline had dipped sharply during the 1990s indicating that the population in Newark would start to rise again over the next few years, and the number of jobs in Newark started to rise in 1995. In 1999, the Census Bureau issued their estimate for Newark's 1998 population and it had risen by a couple of hundred people from the 1996 estimate.

The North Jersey Transportation Planning Authority (NJTPA, the Metropolitan Planning Agency for Newark) released new projections of population and employment in November 1998, which the MPW accepted. They are as follows:

Demographic Projections for the City of Newark

Year	2000	2010	2015	2020
Population	286,937	295,000	296,249	300,959
Employment	159,581	163,500	167,249	171,794

These employment figures use the NJ Department of Labor projections for Essex County as a base and apply a computer model to allocate the growth to the municipalities in Essex County. Government employment, which is a key component of Newark's economy because of the concentration of state schools and government offices at every level in the City, is included. The figures exclude self-employed individuals and any others who are not eligible to collect unemployment.

The Changing Landscape of Newark's Population

The years of net loss of housing in Newark are over and it is estimated that there has been a net increase in housing units in the City throughout the 1990s as a result of conversions of one family houses to two, three and four family use, the development of new affordable housing by community development corporations, the construction of replacement housing by the Newark Housing Authority and the development of new market rate housing. In the process, areas that were formerly industrial are now becoming residential, areas that were formerly vacant are now filled with new housing and new residents and the density of some residential areas has increased markedly. These changes will only increase as Newark grows. We must recognize that the population Newark's infrastructure was built to take care of is no longer in the same places it was when the infrastructure was built. As the population landscape changes, so does the need for community facilities and services.

National and Global Economy

The current unprecedented stretch of economic prosperity seen throughout the country has definitely affected Newark since 1990, albeit later than in other parts of the country. Unemployment among Newark residents is down, although not far enough.

Community Participation & Master Plan Workshops (MPWs)

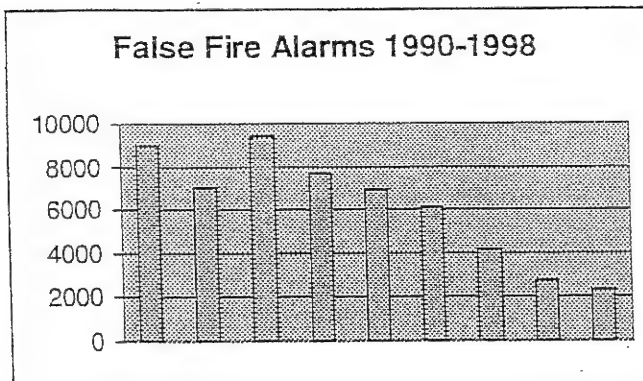
Newark citizens and business people have taken a more proactive role in decision-making in Newark than ever before. Community involvement in planning for the Enterprise Community grant application and in Governor Whitman's Urban Coordinating

Council planning were in the forefront. The growing importance of community and faith-based organizations in community development and especially in housing development has also been an essential factor in contributing to this movement. The Master Plan Workshops that began in 1998 have benefited greatly from this movement attracting a significant group of citizens every single month since January 1998.

Changes in the Laws Governing Public Assistance

There were sweeping changes in the laws governing public assistance. Public assistance clients can now receive benefits only for a five year period, and direct housing benefits for only one year. It was hoped that after a limited period of assistance, clients would be able to sustain themselves. Although there have been dramatic drops in the welfare rolls as a result, several problems have been identified. A significant number of Newark's welfare population has some form of long term chronic impairment, a medical condition or substance abuse. Longer term solutions for these clients have to be found and New Jersey has now extended the period that such individuals can receive benefits so that there is more time to find permanent solutions for them. A second problem is that people receiving welfare but not housing assistance have in many cases moved in with relatives or friends. Apart from the overcrowded housing conditions this creates while it maintains, many people believe that the doubled up families and individuals will be asked to leave when the five year eligibility ends, adding to the homeless population and once again making it difficult to provide services to these people.

Fires & False Alarms



Source: Stanley J. Kossup, Director, Newark Fire Department, July 17, 1999 memorandum

The incidence of fires has also slowed to an average of 1080 per year.

Neighborhood Planning

Comprehensive neighborhood planning is now understood to be an essential complement to planning for Citywide systems, although it is a very different process from Citywide planning, with a much shorter planning horizon and a greater emphasis on services as opposed to general land use or needed capital improvements.

New Zoning Ordinance

In addition to being closely tied to the City's master Plan, Newark's new zoning ordinance will try to increase the degree to which developers can build as-of-right and

reduce the number of permits and discretionary reviews necessary to build in the City. It is further discussed in Section 5 of this Reexamination Report.

Rehabilitation Sub-Code

The City began to use the State's new Rehabilitation Subcode in 1998. The rehab subcode has different standards for renovation of existing buildings than it does for new construction in recognition of the fact that it is often prohibitively expensive to bring older buildings up to the latest code standards. According to the Building Division, use of the rehab subcode has made the cost of rehabilitation considerably lower.

Revaluation

All the property in Newark will be revalued between 2000 and 2002. The new assessments will become effective in over a five year period from 2002 and 2007. Based on Trenton's experience with revaluation, the process should lead to an increase in the proportion of property in Newark that pays real estate taxes (currently only 30 percent) and make it much easier to keep real estate tax assessments current.

Crime

Between 1990 and 1998, murders in Newark decreased by 49 percent, sexual assaults by 47 percent, robberies by 54 percent, aggravated assault by 41 percent, burglary by 50 percent, theft by 29 percent and auto theft by 66 percent. The Police Department anticipates continued decline in crime in the City. Based on an interview with Captain Tom Brennan of the Newark Police Department, crime in Newark is not only down sharply from 1990, but it has also changed. Carjacking and car theft which were big problems in the 1980s and early 1990s are no longer major concerns. Thefts from office buildings and construction sites are bigger problems than thefts from residences. There are more people on the street, especially at night and especially downtown, and the streets are safer as a result. Demolition of the NHA high rises has been a major contributor to the reduction in crime, according to the Police Department.

Land Use

Conversion of formerly industrial land and buildings to residential use

Throughout Newark, but especially in the North and East Wards, industrial land is being converted at a rapid pace to residential purposes. Most of this development consists of small to medium sized developments, (e.g. 25 or fewer units), but taken together they have been a major contributor to the changing landscape of Newark demographics, creating school overcrowding and a pressing need for playground and other recreational facilities where none were needed before.

Conversion of one family houses to two, three and four family houses

This phenomenon, sometimes undertaken legally, sometimes not, can be seen especially in the neighborhoods where older townhouses predominate, such as the Ironbound. In many cases, the conversion is accomplished first and then the owner applies for a permit to legitimize the work and increased tenancy. An unplanned increase in density results. The effects of these conversions are also contributing to the changing landscape of Newark's people.

New Jersey Performing Arts Center (NJPAC)

NJPAC which opened in late 1997 is serving as a powerful catalyst to change people's perceptions about Newark in addition to achieving its direct propose of providing a world

3. Significant Changes in Newark Since 1990

class performing arts center for New Jersey. Its presence has been an important selling point in the marketing of commercial real estate on northern Broad Street and other developments planned for the area including the New Newark Foundation development and proposed development on the Passaic River between Center Street and Penn Station.

Newark Bears Minor League Baseball Stadium

The Bears' stadium opened in July 1999 just north of NJPAC and is expected to further enhance real estate possibilities for northern Broad Street.

Projects Now in Planning

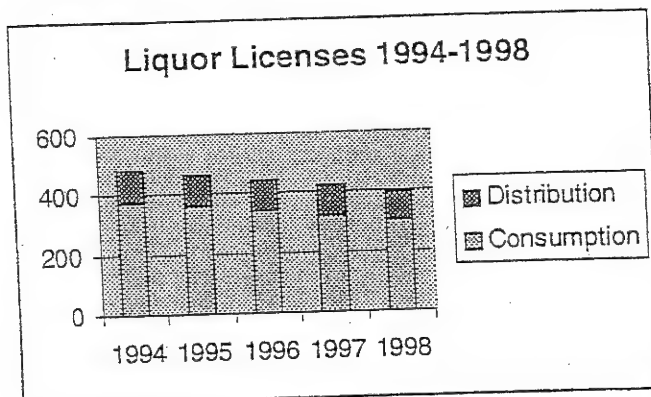
Nets Arena: New major league sports arena downtown within walking distance of Newark Penn Station.

New Newark Foundation: Property on Broad and Halsey Streets from Cedar Street to Central Avenue slated for mixed use (residential and commercial) largely in renovated existing building including Hahne's Department store.

Passaic Riverfront Revitalization & Minish Park

The Passaic Riverfront across from NJPAC was cleared and "greened" in the mid-1990s and is now visible to everyone driving on the McCarter Highway as well as to the patrons of NJPAC, in a way it hasn't been since Newark was first settled in the 17th century. Reconstruction of the bulkheads between Bridge Street and Jackson Street, the first phase in the development of Joseph G Minish Park, is about to begin. An ISTEAF funded study of redevelopment of the riverfront is just finishing and will recommend development of the area for new parks, and commercial and residential development.

Liquor Licenses



The City has made a conscious effort to retire liquor licenses that are no longer in use. Between the end of 1994 and the end of 1998, 86 licenses were retired

Source: Annual Reports from the Newark Board of Alcoholic Beverage Control 1995-1998

Housing

1990 Census Data

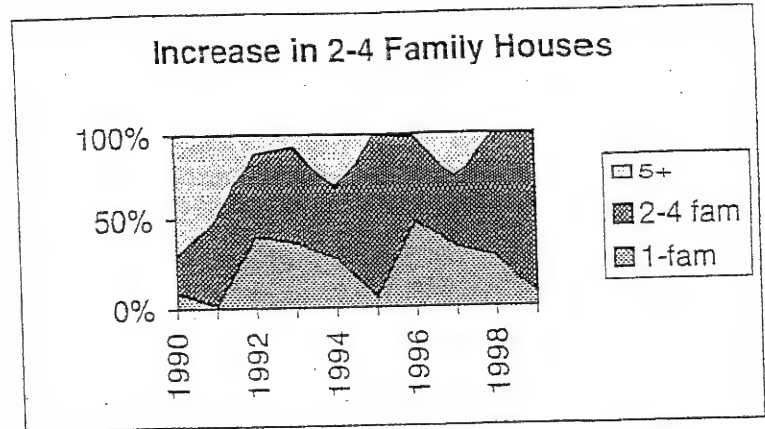
The 1990 Master Plan did not have the benefit of data from the 1990 federal census. Some of the relevant figures have been cited here in Section II.

Community Development Corporations

Community development corporations have assumed a more important role as developers of low-and moderate-income housing.

Shift in Housing Type

In 1990, more than 65% of the new dwelling units were part of structures with five or more dwelling units. In 1998, none of the new dwelling units were part of structures with more than four units. More than 90 percent were in two-, three- and four-family houses. (US Census Bureau)



Conversions

Some parts of the city, particularly the Ironbound section, are seeing an increase in population density due to often illegal conversions for extra apartments in residential properties. This phenomenon is difficult to measure, but is affecting the demand for services.

Taking Down High Rises

Consistent with nationwide trends, Newark has seen a shift in thinking about low-income housing in the last decade. This includes a trend toward taking down high-rise tower style projects and building more low-scale residential projects that are better integrated with neighboring housing.

Housing Inventory

The office of the tax assessor will begin a real estate reevaluation within the next year. It is projected to start in January of 2000 and will take approximately 18-24 months. In cooperation with the Department of Economic and Housing Development, which has been invited to help define the survey questions, this will produce as accurate a housing inventory as possible.

Market-Rate Housing

We are now taking the approach that solid middle class market rate housing can also be a spur to revitalization in the same way that jobs followed housing into the suburbs.

Parks and Recreation

New Parks

Minish Park is now in the early stages of development along the Passaic Riverfront, including the new County Recreational facility at the eastern end of Minish Park.

New Division of Parks & Recreation

That effective use of existing parks is now being addressed by a newly formed and staffed Division of Parks & Recreation, which will house all the activities relating to these facilities, including development and maintenance of parkland as well as programming that space for use by Newark residents.

Circulation

Connections to Regional Highways

During the 1990s, there was a major push to improve the signs to Newark on the interstate highways, and the connections between City streets and Interstate 280. Improved connections to Interstate 78 and to the reconstructed Routes 1 & 9 are still underway. However, access in the industrial eastern Ironbound remains difficult.

Street Signs in Newark

A program to point the way to downtown arts and cultural facilities, and to several of Newark's most prominent neighborhoods was developed to coincide with the opening of NJPAC. New street signs are being installed in the historic districts.

Broad Street Station Improvements

Newark's Broad Street Station has been undergoing renovation and now provides direct service to Manhattan.

Newark-Elizabeth Rail Link (NERL)

New Jersey Transit is poised to begin construction on the first segment of an extension of the City Subway from Penn Station to Broad Street Station, with stops at NJPAC and Bears Stadium. This segment of the subway will also serve northern Broad Street. Eventually, the subway will extend south to Lincoln Park and later to Elizabeth.

Airport Monorail

A monorail connecting all of the terminals and long term parking lots at Newark International Airport which opened during the 1990s has changed the way that people approach the airport and made it much easier for people connecting to and from international flights to use. Parking at the airport was changed radically when the monorail became operational.

NJ Transit Airport Stop

A new NJ Transit stop on the Northeast Corridor Tracks adjacent to the airport and connecting with an extension of the monorail is under construction and expected to be complete in 2000.

Projects Now in Design

Widening McCarter Highway

NEDLUTP

Work is just being completed on a major, ISTEA-funded study entitled the "Newark Economic Development, Land Use & Transportation Plan" or NEDLUTP which provided a traffic model for the City's use, made recommendations on streetscape, proposed a new network of greenways connecting all the City's major parks and attractions, and more.

Conservation

Brownfields Pilot

Newark is just completing work on its tasks as one of the first EPA Brownfields Pilot Programs. As a result of the pilot, a permanent Brownfields Coordinator will be named and the Pilot Program's Steering Committee will be transformed into a Brownfields Coordinating Committee.

Environmental Opportunity Zone

This new law (NJSA 54:4-3.151) will improve the City's ability to attract private developers to invest in brownfields by using tax abatements to offset the cost of site remediation.

Air Quality

Levels of ozone and carbon monoxide in the City remain problems.

Groundwater Reclassification

Groundwater in Newark, although declared too saline for drinking more than 30 years ago, is classified as potable (Class II-A). There is an application supported by the City to reclassify most of Newark's groundwater as Class II-B thus allowing the groundwater to be cleaned by means of natural flushing (except in the few cases, such as 80-120 Lister Avenue where that is inappropriate) eliminating the need to clean it up to potable standards. This in turn will facilitate brownfields redevelopment.

Economic Development

Employment

The number of jobs in Newark started to rise in 1995, later than the rest of the New Jersey, but at a steady rate.

Transportation

The transportation industry is the largest sector of the Newark economy and job base. Newark has been taking steps to take full advantage of the growth in the transportation and goods movement industries in the region. An Airport Support Zone has been outlined on the north and west fringes of the airport itself and the City's role in air freight and air travel was considered in the transportation planning just finishing up now. The implications of the (NY/NJ) Port Authority's recent forecasts for greatly increased demand for container and other shipping capacity are just now being considered.

Retail

Planning the best way to redevelop historically commercial corridors, including Broad and Market Streets, in light of the drastic changes in retail markets over the last 30 years is a great challenge with which the Newark Economic Development Corporation (NEDC), the City itself and several community development corporations are now grappling.

Service Sector Employment

Most of Newark's increasing service sector employment is in health and educational services (much of which is counted under "government" rather than "services"), and in business services. The City is an active partner with University Heights-Science Park in leveraging the presence of the four universities into more economic activity in the area where the schools are located. Employment in the City's hospitality and entertainment industries has become increasingly important with the opening of NJPAC and will continue to grow with the development of the downtown baseball stadium and arena, which the City is also actively fostering.

Agriculture

Greenhouse agriculture of specialty vegetables is being promoted as a means of reusing appropriate brownfields sites (The greenhouse pad also functions as cap to any contamination.) and taking advantage of the city's excellent water and strategic location.

Light Manufacturing

This sector, especially food processing and repackaging of imported retail merchandise is growing in importance in Newark

Hospitality, Culture and the Arts

With Newark's cultural renaissance, hotels, restaurants, and business associated with the arts and culture are taking on increased importance in Newark.

Utilities

Telecommunications (including the Internet)

This element of the City's utility infrastructure has mushroomed in importance since 1990. Infrastructure to support telecommunications technology will be increasing crucial to the businesses of Newark, and to the success of Newark's Public Schools.

Amendments to the Clean Water Act

Regulations are now being written by EPA to implement amendments to the Clean Water Act which may require detention and treatment of storm water runoff before discharge into the Passaic. The way these regulations are finally written will determine whether the City supports huge improvements in the capacity of the Passaic Valley Sewerage Commission treatment plant to treat the City's storm water and whether continued upgrading and separation of the City's sewers needs to be pursued.

Drainage

The Newark Department of Engineering is actively seeking ways to incorporate marshes and streams into drainage plans for the eastern part of the City, which was largely marshland at one time.

Solid Waste and Recycling

Solid Waste Facilities in Newark

The Essex County Incinerator, designed to burn 1,000,000 tons of garbage per year, opened in 1990. Transfer station that were supposed to close when the incinerator opened turned their attention to out-of-state-garbage and are actively seeking new business from New York City to this day. In the early 1990s, the City actively looked for recycling businesses to locate in Newark, but even after that stopped, additional recycling plants continued to locate here. Today, there are 29 recycling facilities of various sorts in Newark. That's more than one every square mile.

New Department of Neighborhood and Recreation Services

In 1994, trash pick-up and recycling were moved out of the Engineering Department and into a newly organized Department of Neighborhood Services (Neighborhood and Recreation services since 1998).

Historic Preservation

New Ordinance

Newark is in the process of revising its historic preservation ordinance so that it will qualify for a DEP grant to do a comprehensive inventory of historic sites in the City. This inventory will be incorporated in the master plan as soon as it is available.

Community Facilities

State Takeover of Newark's Schools

In 1995, the New Jersey state government assumed control of the Newark Public Schools. At the time it was done, this was supposed to be for a period of five years. The school board has functioned independently of city government since that time.

Abbott Decision

In its May 1997 decision in *Abbott v. Burke*, the Supreme Court directed the NJ Commissioner of Education to "Review the facilities needs of the twenty-eight Abbott districts [of which Newark is one], and provide recommendations concerning how the state should address those needs...." The court also found that "The state must, as part of its obligation under the education clause, provide facilities for children in the Abbott districts that will be sufficient to enable these students to achieve the substantive standards that now define a thorough and efficient education and the quality of the facilities cannot depend on the district's willingness or ability to raise taxes or to incur debt." Newark Public Schools has developed a plan for upgrading Newark schools (average age 80 years) and is going through site selection now. Funding questions remain open.

Police & Fire Services

As noted, crime has dropped sharply in the 1990s, especially since 1996, and the average number of structural fires has also dropped from an average of 1300 per year to an average of 1080 per year. The Police Department, however, finds an increase in calls on their service as a result of the increase in population, automobiles and congestion in the East Ward. Although, the demolition of NHA high rises has contributed greatly to the reduction in crime, according to the Police Department, the large number of construction sites without adequate security contributes a new source of crime to the neighborhoods where they occur. They also note that the great increase in the number of pedestrians on the street, especially in the vicinity of the colleges and NJPAC, and the general increase in activity has decreased the incidence of crime. However, they have also been asked to keep a very visible presence at NJPAC and at Bears Stadium. So, although there has been a dramatic decrease in crime, calls on the Police Department for their services have increased at the same time.

Arts and Culture

Arts Renaissance

The New Jersey Performing Arts Center has brought new life to arts and cultural events and spaces in the City, and encourages the City to cultivate more. Plans are under way for a Lincoln Park / Symphony Hall Arts District.

4. Recommendations for Changes in Newark's Master Plan

Process

As this is an update in Newark's master plan rather than a wholly new plan, the process is proceeding incrementally. First will come a new land use plan which is nearly ready for consideration by the Planning Board. As discussed below, this land use plan is oriented toward the urgent need for a new zoning ordinance and will have to be amended many times to incorporate the results of the updates in all the other element of the plan. However, even in this state, the new land use element will serve as the framework on which a build-out analysis will be performed. The build-out analysis will be used to update all the other elements of the plan as further described below. In turn as each element of the plan is updated, and as each neighborhood planning effort comes to completion, the land use plan will be amended to incorporate the new information in them. (Naturally, the zoning map will also have to be amended to incorporate those changes.)

It is recommended here that the Parks and Recreation element be the first to be comprehensively updated as soon as the build-out analysis is complete.

Format

The updated master plan will continue to change as additional elements are completed and as neighborhood plans are completed and integrated into the citywide master plan. The format of the plan should accommodate change easily. We recommend dual publication in a loose leaf paper format and in electronic format on a CD and on the City's web site with hypertext links to the full text of consultant reports, maps and data. (Hypertext in an Internet document is highlighted and underlined. Clicking on it takes you to another document, definitions, maps, etc.)

The criteria for the format of the updated plan were approved by the December 28, 1998 MPW as follows. It should be

- Easy to use
- It should be easy for the Planning Board to apply the updated Master Plan to specific applications before them.
- The updated Plan should have pointers to other information (statistics, reports, planning documents), making them easy to identify and find.
- There should be a version of the updated plan that is free, short and easy to read and understand for any citizen in the City. That version should include the pointers to other information mentioned above.
- The organization (including the titles of chapters and subsections) of the updated Plan should function as an aid to using the Plan.
- The Plan should be available in Spanish and Portuguese as well as English and any other language spoken by a large segment of Newark's population.
- It should include a glossary
- It should include an index and the electronic version should be searchable.

Build-out Analysis

The proposed Land Use Plan and the corresponding zoning map will distribute Newark's population very differently from the way it was distributed when the City's infrastructure

was planned and built and the master plan update has to take account of those changes. We will be using the City's GIS (and the assistance of Rutgers University) to perform a build-out analysis on the proposed land use plan/zoning map in order to project where the City's population is likely to be located in 2020 (and perhaps in 2010). With the build-out analysis in hand (in early 2000), we can assess the future need for parks, transit services, police and fire services, water, sewage treatment and trash pick up as well as schools. Those assessments of need will in turn be compared with our existing inventory of parks and recreation facilities, transit services, fire and police services, water and sewage treatment capacity, trash handling and schools to see where we need to invest to support the future population. The long term need will be combined with immediate needs to the degree possible, to come up with an updated plan for each of the elements.

Neighborhood Planning

Several parts of the City are involved in comprehensive neighborhood planning, a very different process from Citywide planning, with a generally shorter planning horizon and a greater emphasis on services as opposed to general land use or needed capital improvements. Comprehensive neighborhood planning is, nonetheless, an essential complement to planning for Citywide systems. A couple of specific steps are recommended to foster both neighborhood planning and the integration of neighborhood planning into the City's Master Plan.

There should be some agreement as to the scope and topics that will be treated in each neighborhood plan, so that they will be comparable to some degree and to facilitate identification of the parts of these plans that should be included in the citywide master plan.

The process of integrating neighborhood plans into the City's Master Plan needs to be explored and a collaboration of community groups and City staff is recommended to take this task on.

In order to facilitate neighborhood planning, to make the products of neighborhood planning most useful for master planning purposes, and in order to make both most accessible to citizens and City officials, neighborhood groups have to be given access to the City's GIS. This requires training on the appropriate GIS platform and taking the City's GIS to the next level where it can be accessed via the Internet.

Individual Elements of the Master Plan

What follows in the recommendations for each element of the master plan is the result of work done in the Master Plan Workshops. In many cases, there was only one MPW on a whole element and those elements need to be discussed further.

Land Use

Inventory and Assessment of Needs

A thorough survey of existing land use was completed in January 1998.

Plan

Work is nearly complete on a new land use plan based primarily on consideration of existing land uses throughout the City. The new land use plan has been the subject of more than a dozen public meetings and will serve as the basis for our new zoning ordinance as well as providing the framework for updating the rest of the master plan through the build-out analysis.

However, the land use plan will be presented to the Planning Board for adoption with the knowledge that it will have to be amended many times in order to include the results of updates of the other elements of the master plan and the results of neighborhood planning efforts as required by the MLUL. (This fact has been the subject of significant controversy. Many community groups object to the adoption of a land use plan that does not make provision for parks and schools and other community facilities.)

Tools for Implementation

The primary tools for implementation of the land use element of the master plan are the zoning ordinance and the capital budget.

Relation to the Rest of the Plan

The Land Use element of the Plan is fundamental to the rest of the plan.

Housing

Housing was the subject of an MPW in April 1998. This element of the plan has a very high priority for updating, and work will begin using available data sources early in 2000 to try to establish what has happened since 1990. However, we have an unparalleled opportunity to use the revaluation process to establish a full housing inventory as required for this element of the plan. Therefore we recommend that update of the Housing element take place in two stages, once using available data sources and then again, more fully after completion of the revaluation survey.

Principles

- *Newark must offer a full spectrum of housing choices to its citizens, including unassisted market-rate housing as well as government assisted low and moderate income housing.*
- *Housing design should be of the best quality and should foster a sense of community.*

Inventory & Assessment of Needs

The Fair Housing Act requires

An inventory of the municipality's housing stock by age condition, purchase or rental value, occupancy characteristics, and type, including the number of units affordable to low and moderate income household[s] and substandard housing capable of being rehabilitated.

All of this data will be collected as part of the process of revaluation of the property in the City. The hope is that procedures can be established to map the results, and to insure that they are updated automatically whenever demolition permits or building permits are granted, as well as when fire reports are filed.

In addition, the results of Census 2000 will be available in 2001. Now that the data in the 1990 Census is all but useless, the Census 2000 data is essential to putting together a meaningful housing element of the master plan.

However, members of the Master Plan Workshop have volunteered to put together a scope of what can be accomplished in 2000 on this element, especially to establish the changes in housing between 1990 and 1999.

Plan

A Citywide housing plan will be developed with the collaboration of City staff following completion of the inventory. A small consultant contract may be required for analysis of the inventory and Census data.

Tools for Implementation

The zoning ordinance will be the most powerful tool for implementing the Housing element. It will include some design standards for housing and environment in residential districts to maximize benefits to the community and the individual residents.

Relation to Rest of Plan

Transportation: Planning for growth of Newark's public transit will take into account the location of residential densities which could support but are under-served by bus, light rail, or other public transit lines.

Economic Development: Housing for Newark residents must be accessible to the Central Business District and the location of other local jobs in order to involve residents in job growth. Also, as the City's economy grows, demand for including moderate income and market rate housing, will increase.

Parks and Recreation

The July 1998 MPW was devoted to parks and recreation, however, the subject has come up repeatedly since then in every discussion of land use in the MPWs. This element of the Newark Master Plan should have the highest priority for updating in the year 2000.

Principles

- *There should be an adequate total supply and equitable distribution of public parks and recreation facilities throughout the City.*
- *Public parks and recreation facilities should be well-maintained.*
- *Open land should be greened and made available for temporary use for recreation wherever possible.*

Inventory & Assessment of Need

An inventory of existing publicly-owned parks and recreation facilities in Newark is nearing completion. School playgrounds and privately-owned facilities, such as the YMCA, should be added to the inventory. Total publicly-owned park land in Newark now totals more than 830 acres, or approximately 3.2 acres per 1000 people and approximately six percent of the City's developable land.

This compares very favorably with the standard rules of thumb for fully developed cities. However, the distribution of park land in Newark and other aspects of its accessibility are not equitable. For instance, Newark measures up very well in the provision of large, citywide parks resources. The deficiencies in quantity lie in the need for smaller parks. Park management also affects accessibility. Existing conditions and management must be evaluated to determine exactly where the deficiencies lie and to see what might be done to eliminate them.

The long term (in the year 2020) need for parks and recreation facilities will be assessed on the course of the build-out analysis to be performed this fall using the following:

The following types of parks should be provided for:

Economic Development - Parks and recreational facilities are essential elements in maintaining an environment that will attract and keep professionals and skilled workers and businesses.

Community Facilities - The Plan can guide the sharing of parks and recreation facilities between the school system, the City and other entities, thus making the most effective use of land for this purpose.

Conservation - Trees and open land are key to several conservation element principles, especially mitigating Newark's heat island, providing food and habitat for migratory birds and improving the quality of storm water runoff in the City.

Circulation

The Circulation element of the master plan was discussed at the March 23, 1998 MPW. In addition, the proposed greenway network was presented to a special MPW on July 15, 1999, and Parsons Brinckerhoff presented their final report to the August 23, 1999 MPW. The following principles were approved.

Principles

- *All transportation facilities, including sidewalks, should be maintained in good order at all times.*
- *Newark should offer a safe and welcoming pedestrian environment on all surface streets, whether state, county or City-owned.*
- *Transit and bicycle use should be promoted.*
- *The existing street system should be used as a tool to implement land use decisions, extended wherever useful, and reduced rarely.*
- *In addition, the MPW agreed that anticipated development in Newark in the next 20 years will prohibit a suburban degree of single occupancy vehicle use. Clearly walking must be treated as a form of transportation on the same level as transit or private vehicles. The new Master Plan has a more pedestrian oriented focus.*

Inventory & Assessment of Need

Existing conditions were surveyed in the course of the Newark Economic Development, Land Use & Transportation Plan (NEDLUTP) in 1998. A summary of the inventory will be available via a hypertext link.

The need for each mode of transportation in the City over the next 20 years will be assessed on the basis of the build-out analysis. NJ Transit has indicated a willingness to cooperate in the development of long term transit plans.

Plan

The Circulation element of the updated master plan will begin with the Transportation Plan that came out of NEDLUTP. That plan will be scrutinized in the context of 1) the principles established for the master plan in general and the circulation element in particular, and 2) the results of the build out analysis. The final Circulation element will be different from the report completed as part of NEDLUTP in that it will place greater emphasis on pedestrian and transit use and goods movement. For instance, the Circulation element will include an evaluation of the street system in the Ironbound east of Routes 1 and 9 from the point of view of economic development, and recommendations on how to improve it. This element will also include recommendations for transit changes to accommodate the changing landscape of Newark's population, as

well as measures to encourage greater use of transit generally. These are both topics that were not fully addressed in NEDLUTP.

Tools for Implementation

Street resurfacing - Scheduled street resurfacing (10 -12 percent per year) can be used as a means of installing traffic calming measures where they are appropriate to protect pedestrians.

Traffic Calming - Comprehensive neighborhood planning efforts are showing increasing interest in traffic calming in all parts of the City. The main focus has been on children's trips to school, and other suggestions are emerging.

Enforcement of Parking Regulations - Strict enforcement of parking regulations must be considered a major tool in providing a safe pedestrian environment and relieving congestion on Newark Streets. The Circulation element will have to study the best means of providing such enforcement.

Relation to the Rest of the Plan

Land Use - The Land Use element of the master plan will drive the Circulation element of the master plan. However, the Circulation element can be used to implement the Land Use element.

Housing - Housing's relationship to circulation, including the potential for changes in bus routes and frequency, will be evaluated in the course of the build out analysis

Economic Development - Newark's role as a transportation hub in the metropolitan region is key to its economic future, both for direct employment in the transportation and related industries, and as an asset to attract other types of business.. Insuring easy access within the City is equally important.

Conservation - Scheduled street resurfacing can be used to achieve many aims, including regular replanting of street trees.

Conservation

The Conservation element of the plan was the topic of the May 1998 MPW. The City is planning to develop a true Conservation Element for the first time. It will include links to information on the City's heat island and climate, air quality, urban forest, birds (there are more than 170 species of birds regularly seen in Newark), geology and geomorphology, native plants for use in landscaping, water bodies and plans to improve them, and so forth.

Principles

- *Natural systems in the City should be used to the best possible advantage, including marshes and water bodies, soil, vegetation and climate.*
- *The importance of natural systems to the health of Newark residents should imbue all legislative and administrative treatment of those systems.*
- *Trees should form continuous paths through the City, especially in the corridors between Weequahic and Branch Brook Parks, and also between the Passaic River and Branch Brook Park.*
- *Public access to the City's water bodies, including Weequahic Lake, Newark Bay, the Second River and the Passaic River, should be insured.*
- *The Newark Watershed should continue to be managed primarily for water supply and habitat, with recreation as a secondary aim of management.*

- *Open land should be kept green and used by the community.*
- *The City's water bodies should be managed to encourage their use by migratory birds*

Inventory & Assessment of Needs

Essex County has established an Environmental Commission for the first time (first meeting September 1999). The new Commission's first task will be to carry out a natural resource inventory (NRI) on the County. The County's NRI will be counted on as a first approximation to an NRI for Newark until higher priorities have been satisfied.

Air Quality. The NJ Department of Environmental Protection states that ozone and carbon monoxide are problems in the area and will get worse. Newark has a significant heat island. The need to act on this issue has prompted discussion of supporting street tree and shade tree projects throughout the city.

Waterways. The City is currently addressing long-term plans for Second River in collaboration with the Town of Belleville through the Baykeeper, and riverbank restoration and water quality issues in the Passaic River. Concern has been expressed for the maintenance of the lakes in Branch Brook and Weequahic Parks.

Brownfields Inventory. Newark's GIS will be used to gather information on brownfields in Newark both for marketing purposes and for incorporation in comprehensive neighborhood, as well as citywide, planning.

Solid Waste Handling. The City is concerned about the density of waste-handling facilities here. The City is currently in the process of evaluating this situation and our response will be incorporated in the land use element of the master plan.

Plan

There are currently no plans for developing a conservation plan for the City. This possibility should be examined when the County NRI becomes available.

Tools for Implementation

Environmental Opportunity Zones

New zoning ordinance

Ways to increase the number of trees and vegetative cover generally in the City.

New shade tree commission

Groundwater reclassification

Riverbank Restoration & Minish Park

Passaic River Revitalization. Riverfront plan will incorporate a continuous walkway and possible water taxis on the Passaic River

Relation to the Rest of the Plan

Economic Development - Riverfront and Brownfields

Parks and Recreation - Riverfront plan will add a lot more recreational space and access to waterfront, street trees, migratory birds, lakes in the parks, key to heat island issue

Utilities - Engineering is seeking ways to incorporate marshes and streams into drainage plans for eastern part of the city. These drainage plans allow for groundwater reclassification so groundwater in brownfield sites does not have to be cleaned so much, making redevelopment easier.

Solid Waste & Recycling - Creation of new brownfields with solid waste facilities.

Economic Development

Principles

- Newark's population, employment, and economic base are growing.
- Newark has to be marketed to attract economic development.
- Newark citizens and institutions should convey a more positive attitude about Newark.
- Quality of life changes, such as more street trees and removal of graffiti are essential to economic development.
- Newark must work toward increasing the labor participation rate among Newark residents.

Inventory & Assessment of Needs

Jobs and Unemployment

The number of Newark residents who filed for or collected unemployment declined from 17,265 in 1995 to 16,916 in 1998, while the labor force was growing. This figure does not reflect the number of people involuntarily out of work whose unemployment benefits have expired or who were not in their last job long enough to qualify for unemployment. However, the New Jersey Department of Labor estimates usually cited for unemployment in Newark are based on 1990 Census data and are extrapolated from Essex County as a whole. Since Newark's population is growing while the county's is declining, these estimates must also be used with caution.

Unemployment in Newark (NJDOL estimates)

1991	1992	1993	1994	1995	1996	1997	1998
13.7%	16.6%	15.2%	13.8%	12.9%	13.1%	11.1%	9.6%

Data on economic activity in Newark is expected to become available from the Census Bureau's US Economic Census of 1997 toward the end of 1999.

Plan

Economic development planning takes place largely under the umbrella of the Overall Economic Development Program or OEDP which is funded by the US Economic Development Administration and published by the Newark Economic Development Corporation. The next publication of the OEDP is scheduled for early in 2000.

Tools for Implementation

Newark's Division of Central Purchasing cited a higher informal bid threshold (now \$25,000) and more effective use of high technology to provide better information to potential vendors among a variety of efforts to increase the pool of Newark-based vendors the City does business with.

The Newark Economic Development Corporation.

The new Zoning Ordinance

DEP Permitting

Improving the regulatory environment.

Relation to the Rest of the Plan

Land Use - The proposed Land Use Plan incorporates a significant Airport Support Zone on the north and west sides of the airport. Approximately 20 percent of the City has been designated for heavy industrial use.

Housing - In assuming a growing economy and growing population will require a continually improving and solid housing stock, one that allows for filtering. Housing is integral to the perceived good quality of life that will attract businesses.

Circulation - Transportation is Newark's biggest employer as well as making the city attractive to new businesses.

Conservation - Care in enforcing environmental regulations and zoning which will require the planting of street trees and other environmental standards will promote a good quality of life and influence Newark's attractiveness as a site for business growth.

Utilities - The City has an excess supply of 15 million gallons of water per day, a potentially important asset for economic development.

Utilities

Utilities were discussed at the September 1998 MPW.

Principles

- *The Newark Watershed should be managed primarily for water supply and habitat with recreation as a secondary aim of management.*
- *Newark's capital budget should be more closely tied to the City's master plan.*

Inventory & Assessment of Needs

The Engineering Department's infrastructure needs assessment and Parsons Brinckerhoff's NEDLUTP - Technical Memorandum on "Infrastructure (non-transportation) Data and Issues" in combination with the new GIS coverage on water and sewer will form the basis for the inventory for this element of the plan.

The recommendation in the 1990 Master Plan to the effect that water and sewer services to land in the eastern Ironbound and in the airport periphery area should be increased to enhance the desirability of this area for expanded development is still a concern to be addressed in any future planning.

The build-out analysis will form the basis for the assessment of need for new residential development. We will also need an inventory and assessment of need for telecommunications facilities. However, some additional study will probably be necessary to evaluate the need for improvements in drainage in the Ironbound, both to east along the Passaic River and Newark Bay, and in the older sections close to Penn Station and the NEC tracks, and in the Weequahic section. The possibility of incorporating changes in the design storm and in sea level into this assessment of the need for improvements in drainage must also be considered.

Plan

Public infrastructure in Newark is planned and provided by a dizzying array of government and quasi government entities with regional responsibilities, including:

- Newark Department of Water & Sewer Utilities
- Port Authority of New York and New Jersey
- Passaic Valley Sewerage Commission

4. Recommendations for Changes in Newark's Master Plan

- Newark Watershed Conservation & Development Corporation
- North Jersey Water Supply Commission
- Essex County Solid Waste Advisory Council

In addition, all telecommunications infrastructure is provided by private companies. We will work with all these organizations to insure that the results of our assessment of the need are incorporated into their plans in a way that matches Newark's needs for these facilities.

The plan for this element of the master plan will also include an overall storm water system model, now being developed.

Tools for Implementation

The City's and PVSC's capital budget as well as federal grants are the principal means of implementing plans for improvements in water and sewer infrastructure.

Relation to Rest of the Plan

Land Use: The availability of water and sewer capacity may not match the rearrangement of Newark's growing need.

Housing: The location of new development might not correspond with availability of utilities, now and as projected for 2020.

Economic Development: Drainage in the Eastern Ironbound may affect the ability to develop there. On the other hand, the City's excess 15 million gallons of water per day are also an important economic development asset.

Solid Waste & Recycling

Principles

The MPW has not yet met on this element.

Inventory and Assessment of Need

Newark now has more than one and a third solid waste handling facilities per square mile, including solid waste transfer stations and recycling businesses as well as the Essex County waste to Energy Plant and the City's center for household recyclables. The vast majority of waste handled at these sites is from out of state. Given the economic growth of the City going on, these are not the highest and best use of the land and also have a detrimental effect on the City's ability to attract new businesses. It already conflicts with residential development taking place in former industrial neighborhoods in the City.

Plan

This is a proposed new element of the master plan. This topic was previously split between the Land Use and Utilities elements of the master plan. However, today there is an urgent need for planning to deal with the solid waste and recycling business in Newark as well as with the solid waste generated by City households and businesses. The department of neighborhood and recreation services expects to hire a consultant (or possibly a staff person) sometime before the end of 1999 to develop a plan.

Tools for Implementation

Implementation of a Citywide solid waste plan will require close cooperation between the City, the State and the County, as the County and State make many of the decisions on where solid waste handling facilities can locate.

Relation to the Rest of the Plan

Land Use - Solid waste handling facilities present serious conflicts with all other land uses except heavy industrial uses.

Economic Development - Many of the recycling businesses in Newark were originally invited in for the jobs they would provide. Ways should be found to keep the business and the jobs if at all possible.

Conservation - The solid waste plan will have to address air quality and the cost of enforcement vs the cost of vermin at solid waste handling sites.

Historic Preservation

There has not yet been any specific consideration of the Historic Preservation element of the plan by the Master Plan Workshops. However, Newark is in the process of revising its historic preservation ordinance so that it will qualify for a DEP grant to do a comprehensive inventory of historic sites in the City. This inventory will be incorporated in the master plan as soon as it is available.

Arts (possible new element)

The Newark Arts Council, in collaboration with the City, Rutgers, Regional Plan Association, Essex County Division of Arts and Culture and New Community Corporation, has received a grant from the NJ State Council on the Arts to start developing a Cultural Action Plan for Newark. Work will begin in Fall 1999 on neighborhood planning toward that end. Eventually, the Newark Arts Council would like to go further to establish a full arts element in the master plan and thoroughly integrate the arts in the life of the City. In view of the arts' growing importance in Newark's economy, this would be a valuable addition to the City's master plan.

Community Facilities

Community facilities will be addressed for the first time at the January 2000 MPW. However, an assessment of the need for police and fire services as well as schools will be performed on the basis of the build-out analysis some time in 1999. Full consideration of this element of the Master Plan should probably wait until 2001 when the results of Census 2000 and of increased neighborhood planning are available.

5. Regulatory Changes Recommended

Zoning Ordinance

In 1995, the City Council authorized \$235,000 to hire a consultant to develop a new land use element of the master plan and to write a new zoning ordinance. A contractor was engaged in 1997 and their work is drawing to a close. The proposed land use plan is still under review and work on a new zoning ordinance continues.

A New Zoning Ordinance Working Group (NZOWG) including City agencies, NHA and members of the Board of Adjustment and Planning Board as well as two representatives of the Master Plan Workshops now meets every two weeks to work on it. The NZOWG has recommended a new consolidated Land Use Ordinance to bring together all of Newark's laws relating to land use and development, including the new zoning ordinance.

Newark's new zoning ordinance will be distinguished in several ways. It will be based on the City's updated master plan, for one thing. It will be written in ordinary English and accompanied by a user's guide laying out the process of getting permits to build in Newark. It will make the whole process of getting development approvals much more administrative than in the past; making it easier citizens and developers alike to use and understand. The number of applications that will have to be heard by the City's Boards will be reduced and builders and developers as well as neighborhood residents will have a much better idea of what to expect as a result of the zoning ordinance. The new zoning ordinance will also start requiring submission of plans in electronic format. A draft of the new zoning ordinance is expected to begin citywide review in the Fall of 1999.

It is hoped that the number of applications the City's Planning Board has to review will be markedly reduced and that the Planning Board will be able to consider the master plan and its application to individual neighborhoods as a result.

Other Development Regulations

It is recommended that all of Newark's development regulations be brought together in the process of recodification of the City's ordinances and that they be amended to require the regular update of the master plan whenever another element of the plan has been completed, and to incorporate the results of comprehensive neighborhood planning as it takes place. The New Zoning Ordinance Working Group has put considerable effort into this and will make a detailed proposal soon.